United Nations A/64/669

General Assembly

Distr.: General
18 February 2010

Original: English

Sixty-fourth session
Agenda items 137 and 146

Human resources management

Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Special measures for protection from sexual exploitation and sexual abuse

Report of the Secretary-General

Summary

The present report is submitted in compliance with General Assembly resolution 57/306, in which the Assembly requested the Secretary-General to maintain data on investigations into sexual exploitation and related offences. The report presents data on allegations of sexual exploitation and abuse in the United Nations system for the period from January to December 2009. It also describes progress made in the enforcement of United Nations standards of conduct related to sexual exploitation and abuse.

10-24460 (E) 120310

Please recycle

I. Introduction

1. The General Assembly, in its resolution 57/306, requested the Secretary-General to maintain data on investigations into sexual exploitation and related offences by humanitarian and peacekeeping personnel and all relevant actions taken thereon. Pursuant to that resolution, the Secretary-General, on 9 October 2003, issued a bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13). It was addressed to all staff of the United Nations, including staff of separately administered organs and programmes. As defined in the bulletin, "sexual exploitation" means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. The term "sexual abuse" means actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

2. In response to the request contained in resolution 57/306, and in accordance with the Secretary-General's bulletin, the present report provides information on the number and type of allegations of sexual exploitation and abuse in 2009. It also sets out the status of investigations into those allegations as at 31 December 2009 and describes progress made in the enforcement of United Nations standards of conduct related to sexual exploitation and abuse.

II. Reports of sexual exploitation and abuse in 2009

3. Information on allegations of sexual exploitation or sexual abuse reported in 2009 was provided by all of the 43 United Nations entities from which information had been sought. A list of the entities requested to submit information, which included departments and offices of the United Nations Secretariat as well as agencies, funds and programmes of the United Nations system, is provided in annex I. The total number of allegations reported for 2009 by all entities totalled 154, compared with 111 allegations reported in 2008. Eight entities reported having received allegations, whereas 35 reported none.[1]

4. The nature of the allegations and their outcome are detailed in annexes to the present report. The omission of a reference to a particular entity in those annexes means that no allegations were reported in regard to the personnel of that entity. Allegations relating to the Department of Peacekeeping Operations and the Department of Field Support involve civilian, military, police and corrections personnel and, as there are different follow-up procedures for each category, the categories are presented separately in the annexes.

5. Pursuant to resolution 59/287, in which the General Assembly mandated the Office of Internal Oversight Services (OIOS) to investigate allegations of serious misconduct by staff members and other persons engaged in activities under the authority of the Organization, allegations of sexual exploitation and abuse are conveyed to the Office for investigation. Allegations reported to OIOS are recorded and evaluated and then prioritized for investigation, referral or suspension pending further information or closed, as appropriate. Allegations that are prioritized for

[1] While the Department of Political Affairs is counted as a separate entity, some of the data for the Department may be included in the figures for the Department of Peacekeeping Operations.

investigation undergo a preliminary fact-finding inquiry to determine whether the evidence available warrants further investigation. If it is determined that the evidence available is sufficient to warrant proceeding with the case, the case remains open. During this phase, the assigned investigator verifies and ensures that all relevant information has been obtained from the complainant. It is noted that investigations of alleged misconduct by military contingent personnel are governed under the revised model memorandum of understanding between troop-contributing countries and the secretariat, as approved by the General Assembly in its resolution 61/267 B. Investigations of allegations in the separately administered funds and programmes of the United Nations are conducted by their respective investigative units, such as the Office of the Inspector General of the Office of the United Nations High Commissioner for Refugees (UNHCR), the Office of Audit and Investigations of the United Nations Development Programme (UNDP) and the Office of Inspections and Investigations of the World Food Programme (WFP).

6. Annex II concerns the nature of allegations reported by United Nations entities other than the Department of Peacekeeping Operations and the Department of Field Support against United Nations staff and related personnel. Annex III concerns the status of investigations into those allegations. As at 31 December 2009, 42 allegations of sexual exploitation and abuse involving United Nations and related personnel of entities other than the Department of Peacekeeping Operations and Department of Field Support had been made. The outcome of the investigations can be summarized as follows:

(a) The United Nations Children's Fund (UNICEF) received five allegations against its staff. Following investigation, two allegations of sexual assault of adults were deemed unsubstantiated while three cases (including one case of sex with minors involving two victims) were found to be substantiated and referred to the relevant office for disciplinary action;

(b) Twelve allegations were reported by the United Nations Development Programme (UNDP), all of which were forwarded to the Office of Audit and Investigation for action. Five allegations involving two UNDP personnel and three service contract holders were related to an alleged prostitution ring in Southern Sudan. All five allegations were found to be unsubstantiated. Four allegations pertaining to the solicitation of prostitutes, the viewing of pornography and other forms of sexual exploitation and abuse lodged against UNDP staff members were under investigation as at 31 December 2009. Three cases were referred to the relevant office for follow-up action;

(c) Five cases were reported by UNHCR. One allegation of sex with minor was found to be unsubstantiated after investigation by the Inspector General's Office. One case of rape of a minor involved an individual who is no longer a UNHCR staff member. The investigation of three cases of alleged exchange of money, employment, goods or services for sex was still ongoing as at 31 December 2009;

(d) The headquarters of the United Nations Volunteers Programme (UNV) received from OIOS and host agencies eight allegations involving Volunteers.[2] After

[2] It should be noted that the figures for the Department of Peacekeeping Operations may include those for United Nations Volunteers, as the latter fall under the category of United Nations-related personnel. There is therefore a possibility that these figures overlap.

investigation and review, five United Nations Volunteers were subjected to disciplinary measures for the following offences: rape of a minor; sexual assault; exchange of money, employment, goods or services for sex (two cases) and solicitation of prostitutes. One Volunteer against whom an allegation of viewing pornography was made was exonerated. One case of sex with a minor was being investigated at the end of the reporting period;

(e) The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) reported eight allegations pertaining to rape (two), sexual assault of children (four) and other forms of sexual exploitation and abuse. On the basis of a preliminary assessment of one case of other forms of sexual exploitation and abuse, it was determined that there was insufficient evidence to warrant an investigation. The seven other allegations were referred to the UNRWA investigative body, and five staff members were separated as a result of the investigation. One staff member was separated on the recommendation of the medical board review, and one case was still being investigated at the end of the reporting period. The staff member involved was suspended without pay pending the outcome of the investigation;

(f) The International Tribunal for the Former Yugoslavia reported two allegations in 2009. One fell in the category of sexual assault. The staff member involved was placed on special leave with full pay and the case was investigated by the local county court, which concluded that there were no grounds for the charges. The staff member was returned to headquarters upon the decision of the court not to pursue the investigation. The other case involved the use of official information and communications technology resources for purposes of obtaining pornography. Following an internal investigation, an official letter of reprimand was sent to the staff member, who was warned that any repeated offences would lead to immediate disciplinary action;

(g) WFP reported two allegations of sex with aid beneficiaries, one involving a WFP staff member and the other involving United Nations-related personnel. The first case was still under investigation at the end of the reporting period and measures had been taken to prevent the staff member to go where the alleged victim resides. In the second case, following internal assessment, it was determined that there were not enough elements to initiate an investigation.

7. There were 112 allegations of sexual exploitation and abuse involving personnel of the Department of Peacekeeping Operations and the Department of Field Support, as reported to OIOS in 2009. This number reflected an increase compared with the number of allegations reported in 2008 (83). The number of allegations per month for each peacekeeping mission is set out in annex IV. The number of investigations into allegations of sexual exploitation and abuse involving personnel of the Department of Peacekeeping Operations and the Department of Field Support, by category of United Nations personnel and nature of the allegation, is provided in annex V. Annex VI concerns the status of investigations into allegations of sexual exploitation and abuse involving peacekeeping personnel reported in 2009.

8. It should be noted that the 112 allegations reported in annex IV may not reflect the exact number of alleged perpetrators. For example, one allegation may initially correspond to one identified perpetrator while the completed investigation may identify multiple perpetrators. For the purpose of this report, the term

"investigations" is used to refer to the number of individuals identified in investigation reports. There is therefore not a one-to-one match between the number of allegations received and the number of individuals for whom an investigation has been completed. Paragraphs 9 and 10 below provide an overview of allegations reported, and paragraphs 11 and 12 relate to the status of investigations completed during the reporting period for allegations reported in 2009.

9. The majority of all allegations, 112 out of the total of 154, or 73 per cent, were related to peacekeeping personnel. That figure represents a 36 per cent increase from the 83 allegations reported in 2008. The decline in reports of allegations of sexual exploitation and abuse, which had begun in December 2006 and continued in 2007 and 2008, was not sustained in 2009. The most notable increase occurred in the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), for which the Office of Internal Oversight Services reported 59 allegations in 2009 compared to 40 in 2008. In the United Nations Stabilization Mission in Haiti (MINUSTAH), the United Nations Mission in Liberia (UNMIL) and the United Nations Mission in the Sudan (UNMIS), there was also an increase of reported allegations, while incidents reported in the United Nations Operation in Côte d'Ivoire (UNOCI) decreased in 2009 compared to 2008. The United Nations Integrated Office in Burundi (BINUB) and the United Nations Mission in the Central African Republic and Chad (MINURCAT) reported two allegations each in 2009, and the African Union-United Nations Hybrid Operation in Darfur (UNAMID) reported three allegations in 2009 compared to none in 2008. On the other hand, the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Mission in Nepal (UNMIN) did not report any incidents, compared to one and two respectively in 2008.

10. A cause for continued concern is the increase in the number of allegations of the most egregious forms of sexual exploitation and abuse, namely, incidents involving minors, including rape. Such allegations increased by 5 per cent in 2009. They constituted 41 per cent of the allegations of sexual exploitation and abuse reported in 2008 (34 out of a total of 83). In 2009, the proportion increased to 46 per cent (51 out of a total of 112). A total of 66 allegations involved non-consensual sex, or 59 per cent of the overall number of allegations received.

11. Investigations involving 39 United Nations peacekeeping personnel had been completed as at 31 December 2009. The breakdown of those investigations is as follows:

(a) Investigations were conducted involving 13 military personnel, following which allegations against 5 were determined to be unsubstantiated and 8 were substantiated. The Department of Peacekeeping Operations and the Department of Field Support communicated the results of substantiated investigations to the relevant troop-contributing countries, and six individuals were repatriated on disciplinary grounds and barred from future peacekeeping operations. On the basis of an allegation of sexual assault, a troop-contributing country carried out an investigation and, as a result, reduced the individual in rank and barred him from future participation in United Nations peacekeeping operations. An OIOS contingent investigation report containing evidence of misconduct by United Nations peacekeeping (military) personnel was transmitted to the relevant troop-contributing country, which, upon review, increased training and education activities concerning

sexual exploitation and abuse for all military staff, particularly those currently serving under United Nations mandates;

(b) Investigations were conducted involving 13 civilian personnel (i.e. United Nations staff and other United Nations personnel), following which allegations against 5 were determined to be unsubstantiated and the remainder were substantiated. Allegations that were substantiated have been referred to the relevant employers for further action. One case, for example, involved five United Nations contractors and one United Nations Volunteer;

(c) Investigations were conducted involving 13 police and corrections personnel, following which allegations against 8 were determined to be unsubstantiated, and the remainder were substantiated. Of those, three individuals were repatriated on disciplinary grounds and barred from participating in future peacekeeping operations, and two were repatriated on administrative grounds pending the convening of a board of inquiry. The majority of the allegations were related to transactional sex.

12. With regard to completed investigations, the data appear to suggest that those involving rape and sexual abuse have decreased substantially. In particular, investigations involving the rape of minors decreased from 50 in 2008 to 3 in 2009. This is due largely to the fact that in 2008 the investigations were related to an allegation involving 50 individuals. On the other hand, 20 investigations concerning transactional sex were completed in 2009 compared to 9 in 2008, possibly indicating a quicker reaction time in completing such investigations. Similarly, investigations related to sexual abuse doubled in 2009, with eight investigations completed compared to four in 2008. It should also be noted that it is too early to assess the impact of the full implementation of the revised model memorandum of understanding between troop-contributing countries and the United Nations whereby troop-contributing countries lead the investigation process in terms of the investigations completed and the feedback received from Member States.

III. Observations

13. The number of allegations of sexual exploitation and abuse has increased, with a total of 154 allegations having been reported in 2009, compared with 111 in 2008 and 159 in 2007. The total number of allegations relating to peacekeeping personnel has increased, with 112 allegations having been reported to the Office of Internal Oversight Services in 2009 compared with 83 in 2008 and 127 in 2007.

14. The increased number of allegations in 2009 related to peacekeeping personnel can be attributed to several factors. For instance, MONUC reports that the increase may be due to the fact that in 2009 the Conduct and Discipline Team opened three sub-offices, in Goma, Bukavu and Bunia, in the eastern part of the country, where most troops are deployed, and the Mission decentralized its operations. Those offices have been active in awareness-raising in the communities and in civil society groups. Their presence outside of the capital has also provided complainants with more immediate and direct access for reporting allegations of misconduct. The increase in the number of troops may also have been a factor. UNMIL points out an overall decrease in allegations of non-consensual sex in 2009, but notes that the number of allegations of transactional sex has increased, including sex with prostitutes. Such allegations typically come to light through complainants who

claim to have been underpaid or not paid at all for their services or when paternity issues arise. In addition, both Missions note the fact that there probably was a certain amount of underreporting, especially in environments where sexual violence and rape is present and where such acts continue to be shrouded in a culture of silence.

15. Nevertheless, and despite the increase in allegations in 2009, the strong preventive measures put in place in the various peacekeeping operations and special political missions, such as increased training, awareness-raising and other mission-specific measures (the designation of out-of-bounds areas, restrictions of movement, requirement to wear a uniform at all times), have contained the occurrence of such incidents. It is clear that sustained attention must continue to be paid to the issue in a comprehensive manner in terms of prevention, prompt investigations, enforcement of disciplinary actions and assistance to victims of sexual exploitation and abuse. In this connection, the Department of Field Support has developed new core predeployment training material and new core induction training materials, as indicated below in paragraph 28 (a). Member States have also maintained and increased their mandatory training on protection from sexual exploitation and abuse.

16. The ability to record and track allegations of sexual exploitation and abuse by peacekeeping personnel through the misconduct tracking system continued to be improved in 2009. This has enabled the Department of Field Support to start publicly releasing such data, in a more systematic manner, through its conduct and discipline website (see para. 28 (b)).

IV. Strengthening measures for protection from sexual exploitation and sexual abuse

Task Force on Protection from Sexual Exploitation and Abuse

17. The Task Force on Protection from Sexual Exploitation and Abuse, which was established jointly in 2005 by the Executive Committee on Humanitarian Affairs and the Executive Committee on Peace and Security, was an outgrowth of the work of the Inter-Agency Standing Committee on the issue. Since 2008, efforts to ensure protection from sexual exploitation and abuse have been conducted under the following four pillars: (a) engagement with and support of local populations; (b) prevention; (c) response systems, including victim assistance; and (d) management and coordination.

18. Key activities and outputs in 2009 included addressing ways of institutionalizing protection from sexual exploitation and abuse, producing guidance documents, delivering training and finalizing Task Force website. In addition, as at the end of 2009, the Statement of Commitment on Eliminating Sexual Exploitation and Abuse by United Nations and Non-United Nations Personnel had been endorsed by 42 United Nations and 35 non-United Nations entities.

19. In 2009, the co-chairs of the Task Force, namely, the Office for the Coordination of Humanitarian Affairs and the Department of Field Support, recognized that there were significant organizational challenges impeding progress in the area of sexual exploitation and abuse by personnel of the United Nations, other international organizations and non-governmental organizations, notably with regard to system-wide formal accountability. An options paper was developed to

provide recommendations on how to institutionalize the work on protection from sexual exploitation and abuse and to strengthen accountability at the highest levels. The Task Force agreed to pursue three possible tracks to strengthen the work on protection from sexual exploitation and abuse: the Inter-Agency Standing Committee, the United Nations Development Group and the High-level Committee on Management of the United Nations Chief Executives Board for Coordination.

20. There has been progress in pursuing those tracks. The Inter-Agency Standing Committee has taken the lead on a global review or stocktaking on protection from sexual exploitation and abuse, specifically in the humanitarian area, and to some extent in the development and peacekeeping areas. The purpose of the review, which will take place early in 2010, is to assess the extent to which organizations and country teams have implemented their obligations to address sexual exploitation and abuse. The process will also establish a baseline indicating where organizations stand on institutionalizing protection from sexual exploitation and abuse. The review includes a self-assessment at the headquarters level by 14 United Nations and non-United Nations entities, field visits to the Democratic Republic of the Congo and Nepal and case studies from various countries.

21. On the other tracks, the United Nations Development Group has begun coordination efforts with the Task Force to incorporate briefings and materials on protection from sexual exploitation and abuse into regularly scheduled training and induction programmes for resident and humanitarian coordinators.

22. In 2009 the Task Force also produced and disseminated a guide on the implementation of the victim assistance strategy adopted by the General Assembly in its resolution 62/214 to humanitarian coordinators, peacekeeping missions and other United Nations and non-United Nations stakeholders in April 2009. The Secretary-General's report entitled "Implementation of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel" (A/64/176) was submitted in July and discussed by the General Assembly in November 2009. The report noted limited implementation thus far and highlighted the need to set up coordination mechanisms, or in-country networks, on protection from sexual exploitation and abuse at the country level that would coordinate implementation of the victim assistance strategy. Such networks should include members of the United Nations country team, members of the humanitarian country team where in place, peacekeeping operations where present and non-governmental organizations and local partners, such as local authorities, where possible. The existence of reporting or complaint mechanisms is also considered essential in facilitating the identification of victims.

23. Training for focal points on protection from sexual exploitation and abuse was conducted in Côte d'Ivoire, Indonesia, Liberia, Nepal and Zimbabwe. Training sessions for senior managers were also conducted in Côte d'Ivoire, Indonesia, Liberia, the Libyan Arab Jamahiriya, Nepal and Southern Sudan.

24. A website (http://www.un.org/en/pseataskforce) to enhance access to tools, guidance, policy and other resources on protection from sexual exploitation and abuse was finalized by the Task Force at the end of 2009.

25. Guidance documents on the development of community-based complaint mechanisms and on the Secretary-General's bulletin on special measures for

protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) are in the completion stages for adoption by the Task Force in early 2010.

26. To advance progress in addressing the issue, including strengthened accountability and enhanced support for in-country networks responsible for facilitating implementation of the Secretary-General's bulletin and the victim assistance strategy at the country level, the Task Force disseminated a funding proposal in November 2009.

Department of Field Support Conduct and Discipline Unit and Teams

27. During the period under review, Conduct and Discipline Teams were operational in the following peacekeeping and special political missions: the United Nations Assistance Mission in Afghanistan (UNAMA),[3] the United Nations Integrated Office in Burundi (BINUB), MINURCAT, UNOCI, MONUC, the United Nations Mission in Ethiopia and Eritrea (UNMEE), the United Nations Observer Mission in Georgia (UNOMIG),[4] UNMIL, the United Nations Interim Administration Mission in Kosovo (UNMIK), MINUSTAH, the United Nations Assistance Mission for Iraq (UNAMI), UNIFIL,[5] UNMIS, UNAMID, the United Nations Integrated Mission in Timor-Leste (UNMIT) and the United Nations Mission for the Referendum in Western Sahara (MINURSO). UNMIN and the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) were covered during the reporting period by a conduct and discipline focal point.

Update on activities and policies relevant to the prevention of sexual exploitation and abuse

28. The activities of the Conduct and Discipline Teams are continuing along the lines established within the three-pronged comprehensive strategy to address sexual exploitation and abuse. Major new activities and results for 2009 include:

(a) The core pre-deployment training materials on conduct and discipline, including sexual exploitation and abuse, were updated and piloted in regional training centres in Ghana and Guatemala in 2009 by the Conduct and Discipline Unit, including dedicated training of the trainers attached to the regional centres. The integrated training services carried out the same exercise in other regional centres. In addition, core induction training materials were developed and tested in a training-of-trainers workshop organized by the Conduct and Discipline Unit in November 2009 in Brindisi, Italy, attended by trainers from Conduct and Discipline Units and integrated training cells in the field missions;

(b) In terms of awareness-raising, the Conduct and Discipline Unit launched a new website to provide updated information on United Nations policies and strategies to address sexual exploitation and abuse and other forms of misconduct, as well as statistical data relating to allegations involving peacekeeping personnel (http://cdu.unlb.org/). The website was created in collaboration with the Information

[3] Also covering the United Nations Military Observer Group in India and Pakistan (UNMOGIP).

[4] Mission closed in June 2009.

[5] Also covering the United Nations Disengagement Observer Force (UNDOF), the United Nations Peacekeeping Force in Cyprus (UNFICYP), the United Nations Truce Supervision Organization (UNTSO), the Office of the United Nations Special Coordinator for the Middle East Peace Process (UNSCO) and the United Nations Logistics Base at Brindisi, Italy (UNLB).

and Communications Technology Division of the Department of Field Support. The Conduct and Discipline Unit developed a fact sheet on United Nations action to counter misconduct, which was distributed widely to the media and is available on the website;

(c) A one-year communications campaign to combat prostitution and transactional sex in field missions was completed in April 2009. The campaign was conducted on a mission-specific basis in UNMIT, MINUSTAH, MONUC, UNMIL, UNOCI AND UNMIS. United Nations peacekeeping missions, through their Conduct and Discipline Teams, undertook activities aimed at aligning the behaviour of peacekeeping personnel with United Nations standards of integrity and conduct and to address sexual exploitation and abuse. The Conduct and Discipline Teams sought to raise public awareness by reaching out to host populations, including local government officials, relevant civil society organizations, international organizations and non-governmental organizations. The programmes included public statements on sexual exploitation and abuse by the leadership of the peacekeeping missions and government officials, poster and t-shirt campaigns, newsletters, brochures, film screenings and radio interviews and broadcasts. For example, outreach initiatives conducted by UNMIS included hosting public forums on sexual exploitation and abuse at universities across the Sudan, including Juba University, Ahfad University for Women in Omdurman and state universities in Malakal and Damazine;

(d) The revised model memorandum of understanding between the United Nations and troop-contributing countries, as endorsed by the General Assembly in its resolution 61/267 B, is being fully implemented and troop-contributing countries are being informed of all allegations of misconduct reported to the United Nations for which prima facie evidence of misconduct exists and requested to nominate a national investigation officer;

(e) The Secretary-General's report entitled "Implementation of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel" (A/64/176) was submitted in July 2009 and discussed in the General Assembly in November (see sect. IV above);

(f) The Investigations Division of OIOS, in collaboration with the Conduct and Discipline Unit, has successfully launched a basic investigations training course on sexual exploitation and abuse for the various investigative entities in the United Nations system. The course covers techniques and best practices in several aspects of sexual exploitation and abuse investigations, including field investigation issues.

V. Conclusions

29. During the period under review, the Organization continued its efforts and collaboration with governmental and non-governmental partners to address this very serious issue and raise awareness. The launch of the protection from sexual exploitation and abuse website constitutes an important step forward in terms of advocacy and education of both local populations and United Nations staff and related personnel. By making training and other background materials widely available, the website also constitutes a tool for a global and coherent approach to protection from sexual abuse and exploitation.

30. In 2009, all 43 entities that had been requested to provide information on allegations of sexual exploitation and abuse provided a response. The 100 per cent participation in this reporting exercise demonstrates the strong commitment from the United Nations community to address sexual exploitation and abuse. In a few instances, however, it appeared that there was some confusion between sexual harassment and sexual exploitation and abuse, which is an indication that further education and awareness-raising needs to be done in those two very important areas of concern.

31. The number of allegations of sexual exploitation and abuse reported in 2009 showed a marked increase for all reporting entities, not only for the Department of Peacekeeping Operations and Department of Field Support. This may be attributed partly to improved reporting mechanisms, improved investigative procedures and strengthened community outreach.

32. The Organization is aware of the challenges related to reporting mechanisms, investigative procedures, community outreach and awareness-training. The Secretary-General remains fully committed to addressing these challenges in a proactive and diligent manner. His policy of zero tolerance of sexual exploitation and abuse and his efforts to prevent the perpetration of acts of sexual exploitation and abuse by United Nations-related personnel will continue. The Secretary-General welcomes the adoption by the General Assembly of its resolution 64/110 on criminal accountability of United Nations officials and experts on mission as an additional and powerful tool to prevent the perpetration of acts of sexual exploitation and abuse by United Nations staff.

Annex I

United Nations entities requested to provide information on allegations of sexual exploitation and abuse

Department for General Assembly and Conference Management

Department of Economic and Social Affairs

Department of Management

Department of Peacekeeping Operations

Department of Political Affairs

Department of Public Information

Department of Safety and Security

Economic and Social Commission for Asia and the Pacific

Economic and Social Commission for Western Asia

Economic Commission for Africa

Economic Commission for Europe

Economic Commission for Latin America and the Caribbean

International Criminal Tribunal for Rwanda

International Trade Centre (UNCTAD/WTO)

International Tribunal for the Former Yugoslavia

Joint United Nations Programme on HIV/AIDS (UNAIDS)

Office for Disarmament Affairs

Office for the Coordination of Humanitarian Affairs

Office of Internal Oversight Services

Office of Legal Affairs

Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States

Office of the Secretary-General

Office of the Special Adviser on Africa

Office of the Special Representative of the Secretary-General for Children and Armed Conflict

Office of the United Nations High Commissioner for Human Rights

Office of the United Nations High Commissioner for Refugees

Peacebuilding Support Office

United Nations Children's Fund

United Nations Conference on Trade and Development

United Nations Development Fund for Women

United Nations Development Programme

United Nations Joint Staff Pension Fund

United Nations Office at Geneva

United Nations Office at Nairobi[a]

United Nations Office at Vienna[b]

United Nations Office for Project Services

United Nations Population Fund

United Nations Relief and Works Agency for Palestine Refugees in the Near East

United Nations University

United Nations Volunteers Programme

World Food Programme

[a] Including the United Nations Environment Programme and the United Nations Human Settlements Programme.

[b] Including the United Nations Office on Drugs and Crime.

Annex II

Nature of allegations by entities other than the Department of Peacekeeping Operations and the Department of Field Support

Nature of allegation[a]	*UNICEF*	*UNDP*	*UNHCR*	*UNV*	*UNRWA*	*International Tribunal for the Former Yugoslavia*	*WFP*	*Total*
Rape								
Victim under 18	—	—	1	1	—	—	—	2
Victim over 18	—	—	—	—	2	—	—	2
Sex with minors	1	—	1	1	—	—	—	3
Sexual assault								
Victim under 18	—	—	—	—	4	—	—	4
Victim over 18	3	—	—	1	—	1	—	5
Trafficking of persons for sexual exploitation	—	2	—	—	—	—	—	2
Exchange of money, employment, goods or services for sex	—	1	3	3	—	—	—	7
Solicitation of prostitutes	—	4	—	1	—	—	—	5
Viewing pornography	—	2	—	1	—	1	—	4
Other forms of sexual exploitation and abuse	1	3	—	—	2	—	2	8
Other violations of the provisions of ST/SGB/2003/13 (e.g., false reporting of SEA)	—	—	—	—	—	—	—	—
Total	**5**	**12**	**5**	**8**	**8**	**2**	**2**	**42**

Note: Entities reporting no allegations are not listed.

[a] In accordance with Secretary-General's bulletin ST/SGB/2003/13, "sexual exploitation" means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. The term "sexual abuse" means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

Annex III

Status of investigations into allegations involving personnel of entities other than the Department of Peacekeeping Operations and the Department of Field Support

	Status of investigation as at 31 December 2009			
Entity	*Allegations received*	*Unsubstantiated or closed*	*Substantiated*	*Investigation ongoing*
UNICEF	5	2	3	—
UNDP	12	5	3	4
UNHCR	5	2	—	3
UNV[a]	8	2	5	1
UNRWA	8	2	5	1
International Tribunal for the Former Yugoslavia	2	1	1	—
WFP	2	1	—	1
Total	**42**	**15**	**17**	**10**

[a] The figures of the Department of Peacekeeping Operations for allegations received may include those for United Nations Volunteers, as the latter fall under the category United Nations-related personnel. Therefore these figures may overlap.

Annex IV

Number of allegations reported to the Office of Internal Oversight Services in 2009 involving personnel of the Department of Peacekeeping Operations and the Department of Field Support, by peacekeeping mission

Mission	*January*	*February*	*March*	*April*	*May*	*June*	*July*	*August*	*September*	*October*	*November*	*December*	*Total*
BINUB	—	—	—	—	1	—	—	1	—	—	—	—	2
MINUSTAH	—	2	—	—	—	—	1	2	—	—	3	1	9
MINURCAT	—	—	2	—	—	—	—	—	—	—	—	—	2
MINURSO	—	—	—	—	—	—	—	—	—	—	—	—	—
MONUC	7	3	7	5	6	1	3	7	3	2	2	13	59
UNAMA	—	—	—	—	—	—	—	—	—	—	—	—	—
UNAMI	—	—	—	—	—	—	—	—	—	—	—	—	—
UNAMID	—	1	1	—	—	—	—	—	—	—	—	1	3
UNFICYP	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMEE	—	1	—	—	—	—	—	—	—	—	—	—	1
UNMIK	1	—	—	—	—	—	—	—	—	—	—	—	1
UNIFIL	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMIL	—	1	1	—	—	—	9	1	1	1	4	—	18
UNMIN	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMIS	—	—	1	—	—	1	—	4	—	—	1	—	7
UNOCI	—	—	1	1	1	—	1	2	—	1	—	2	9
UNOMIG	—	—	—	—	—	—	—	—	—	—	—	—	—
UNLB	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMOGIP	—	—	—	—	—	—	—	—	—	—	—	—	—
UNTSO	—	—	—	—	—	—	—	—	—	—	—	—	—
UNDOF	—	—	—	—	—	—	—	—	—	—	—	—	—
UNMIT	—	—	—	—	1	—	—	—	—	—	—	—	1
Total	**8**	**8**	**13**	**6**	**9**	**2**	**14**	**17**	**4**	**4**	**10**	**17**	**112**

Annex V

Nature of allegations, by category of personnel of the Department of Peacekeeping Operations and the Department of Field Support, for completed investigations

	Civilian personnel		*Uniformed personnel*		
	Staff	*Other*[a]	*United Nations police and corrections*	*Military*	*Subtotal*
Rape (victim under age 18)	—	—	—	3	3
Rape (victim 18 years of age or over)	—	—	—	1	1
Sexually exploitative pornography	—	—	—	—	—
Transactional sex (including for food, work, money)	3	6	5	6	20
Exploitative relationship	2	—	3	1	6
Sexual abuse (non-consensual physical or emotional contact) (victim under age 18)	—	—	5	1	6
Sexual abuse (non-consensual physical or emotional contact) (victim 18 years of age or over)	1	—	—	1	2
Other	1	—	—	—	1
Total	**7**	**6**	**13**	**13**	**39**

Note: The term "investigations" refers to the number of individuals for whom investigations have been completed.

[a] One of these cases, which involved a United Nations Volunteer, would be included also in the figure provided under entities other than the Department of Peacekeeping Operations.

Annex VI

Status of investigations into allegations involving peacekeeping personnel reported in 2009 and their follow-up

Category	*Investigations completed by the United Nations*	*Number of individuals for whom allegations investigated by the United Nations were determined to have been*		
		Unsubstantiated	*Substantiated and forwarded to the Office of Human Resources Management or employer*[a]	*Substantiated and forwarded to Member State*
United Nations staff[b]	7	5	2	—
United Nations-related personnel[c]	6	—	6	—
United Nations police and corrections personnel	13	8	—	5
Military[d]	13	5	—	8
Total	**39**	**18**	**8**	**13**

Note: The term "investigations" refers to the number of individuals for whom investigations have been completed.

[a] Employers are entities with which the individual has entered into an employment contract, including private companies.

[b] Including all internationally and locally recruited staff members with appointments under the Staff Rules.

[c] Including interns, international and local consultants, individual and corporate contractors and United Nations Volunteers.

[d] Including military contingents, staff officers and military observers.